

**CITY OF MILWAUKIE
CITY COUNCIL WORK SESSION
MAY 20, 1997**

Mayor Lomnicki called the work session to order at 4:00 p.m. in the second floor conference room at Milwaukie City Hall.

Councilors present: Tomei, Schreiber, Kappa, and Trotter.

Staff present: City Manager Bartlett; Assistant City Manager Richards; Public Works Director Brink; Community Development Director Collins; and Senior Planner Pava.

Information Sharing

1. The group discussed the Battalion Chief Oversight Committee.
2. **Councilmember Tomei** asked if dates had been set for the City facility tour and the meeting with the Clackamas County Board of Commissioners.

Bartlett said since the Public Works Director was appointed, he would schedule the facility tour. A joint meeting with the Commissioners and the cities of Gladstone, Happy Valley, and Milwaukie to discuss the Planning Agreement has been tentatively schedule for June 2 at 4:30 p.m.

Bartlett discussed a proposed meeting with Oak Lodge Sanitary on June 10 to discussed facility siting options.

3. **Councilmember Tomei** noted there was still debris from the February 1996 flood and asked who was responsible for riverfront cleanup. **Bartlett** said it is the Parks District's responsibility. Reasons for delay could include waiting for the FEMA payment and the senior tree salvaging program. He said he would contact District staff about the issue.
4. **Councilmember Tomei** discussed how City Council appears to the public. In watching the meeting replay, she noted several people mentioned they did not feel Council was listening to them. She was concerned about this perception and used the example of one member of the audience asking Bartlett why he was addressing Council instead of the public.

Mayor Lomnicki observed some people have tended to play to the audience during their testimony instead of addressing the City Council.

Councilmember Trotter said the minutes indicate Council listens and responds to citizens' questions.

Councilmember Kappa said it was important for the City Council to have a dialogue with the public. He felt a dialogue and sharing information relevant to the decision being made was appropriate during a hearing.

Councilmember Schreiber saw two separate issues: one was an exchange and discussion, and the other was the formal hearing process. The public seems to feel lengthy testimony will change the Council's mind. Dialogue works well during an information sharing and discussion period such as a work session.

Councilmember Trotter asked if she was proposing another meeting prior to the public hearing.

Councilmember Schreiber thought a facilitator and someone to share facts and policy information would help the situation.

Mayor Lomnicki said staff takes notes during public hearing testimony and responds to technical questions.

Councilmember Schreiber said it is important for the public to know the City Council has discussed issues on previous occasions. She felt there could have been a greater public understanding during the recent South/North Hearing if each member of the public had been given a copy of the draft letter to the Metro Council for review.

Councilmember Trotter had been told providing explanations of the decision-making thought processes during the meeting were too lengthy. He felt there was a contradiction between the Council's informal rules and the need to explain why certain decisions are made.

Councilmember Tomei said it is important to be responsive to public concerns.

Councilmember Schreiber suggested the Council President be available to the general public to answer questions.

Mayor Lomnicki agreed a decision needs to be articulated to the public, and he pointed out the numerous avenues for input such as Neighborhood District Association (NDA) meetings and Town Halls. It is appropriate for the City Council to discuss its decision, and staff can respond to technical questions.

The group discussed going into more detail at the beginning of each public hearing in order to direct testimony toward the final action. Let the public know the process and outcome that will bring closure. The Council generally felt the NDA meetings would be a good opportunity for public input.

Councilmember Kappa said he goes to the NDA meetings to establish a dialogue but felt frustration that he could not go beyond that point.

Councilmember Tomei felt the audience needs to know the City Council listens to it and suggested commenting on individual testimony or asking clarifying questions. **Mayor Lomnicki** had reservations that the public hearing may not be the appropriate venue. It might seem as if the Council were trying to convince a person testifying his or her position was not sound.

Councilmember Schreiber recommended a preamble to the public hearing, and **Mayor Lomnicki** suggested providing information from the "Action Requested" paragraph of the staff report.

Councilmember Trotter suggested the City Council state the expected outcome; for example, authorizing the Mayor to sign a letter to Metro on behalf of the City Council. Let people know how to access staff reports and information critical to their testimonies.

5. **Councilmember Kappa** discussed the Johnson Creek Watershed Council funding and Utility Specialist Nagy's participation in the process. The group will meet on a quarterly basis, and he asked that staff provide Council with regular updates.
6. **Councilmember Kappa** discussed the photo radar issue before the State Legislature and indicated Rep. Jane Lokan had contacted him regarding potential problems with taking night photos. **Bartlett** said the bill was moved through quickly, and no jurisdictions other than Portland and Beaverton had been added. The lobbyist is working to get other interested cities like Milwaukie included. He agreed night use of photo radar was a significant concern. **Councilmember Kappa** told Lokan speeding in neighborhoods was a major concern in Milwaukie, and photo radar would help. Both Rep. Lokan and Sen. Baker received copies of the draft Lake Road Multimodal Connection Plan.

Transportation Systems Plan (TSP)

Mayor Lomnicki asked if the City Council would have another opportunity to discuss this in work session prior to the public hearing. **Bartlett** suggested an additional work session could be held on June 17. He recommended starting at 4:30 on June 3 and perhaps earlier on June 17.

Councilmember Trotter suggested holding the City Council Goals work session over to July 1 and giving the additional time to the TSP.

The group agreed to start the 30-minute "Information Sharing" portion of the work session at 4:00 p.m. The Neighborhood Traffic Management Program (NTMP) is scheduled for adoption on June 3.

Pava presented the staff report with an executive summary. The process began in 1994 to comply with the Transportation Planning Rule requirement that local governments complete a long-range, multimodal transportation plan. An extensive citizen participation program was implemented that included three working groups: Roads, Transit, and Pedestrian/Bicyclists. Information has been provided to the Neighborhood District Associations (NDA), Planning Commission, and Traffic Safety and Transportation Board (TSTB). Two open houses were held in February 1997 for interested parties. The document was designed to interface with both the Riverfront Plan and the Regional Center Master Plan.

Pava felt the document was thorough and comprehensive. It is a multimodal plan looking at all aspects of transportation. The TSP was organized to be consistent with the Transportation Planning Rule and land use requirements. Metro found the document in compliance with regional growth plans. The format of stating goals, needs, and the existing situation is consistent throughout each chapter of the document.

The intent is to replace Comprehensive Plan Chapter 5 with TSP Chapter 8 -- *Goals, Objectives, and Policies*. He directed attention to Appendix 4 which serves as a benchmark to Chapter 8 policy development. City Council will be requested to adopt the TSP as an ancillary document to the Comprehensive Plan which, he added, was due for periodic review in 1998.

Bartlett said, at its public hearing, the City Council will consider amending the Comprehensive Plan and adding the TSP as an ancillary document. The action will be clarified in the forthcoming staff report.

Mayor Lomnicki said Councilmember Tomei's name should be added to the acknowledgment since she replaced Rick Farley on the City Council. He also asked for assurance that the TSP and Lake Road Multimodal Connection Plan meshed and that language was consistent between the two documents. **Pava** said the TSP is a broad, policy document which sets the foundation and does not contradict the more detailed Lake Road Plan.

Councilmember Trotter said there have been a lot of comments on collector streets and truck traffic. He asked for a total comparison of the streets and classifications without going through all the maps. He also requested that staff prepare a rationale on why designations were increased on certain streets for the next work session. He requested a similar comparison and rationale for proposed truck routes. He asked if it was appropriate to prohibit trucks on certain classifications of streets. This type of information, perhaps in the form of a fact or discussion sheet, would help both the City Council and public understand the issues.

Pava suggested a detailed addendum to the staff report. **Councilmember Trotter** added it was important to address these "hot issues" with the public. **Pava** said the information was probably there and could be extracted. **Councilmember Trotter** said he would like to have this for the work session and not wait for the public hearing. He wanted a complete information base upon which to make his decision.

Councilmember Kappa referred to the different classification naming systems used by jurisdictions. He felt Lake Road should have one specific classification.

Mayor Lomnicki said there is no standardization of nomenclature in the region.

Bartlett said the planning goes beyond the City's current boundary, and staff hopes the County will adopt this Plan for the urban growth area.

Councilmember Kappa felt there should be consideration of truck weight and number of axles when defining trucks. He discussed the possibility of making King Road non-continuous to truck traffic.

Councilmember Trotter discussed the zoning in the King Road area. **Pava** said the intent was for local deliveries to select a route such as King Road instead of Monroe Street or Railroad Avenue. He discussed proposed turn lane changes.

Councilmember Kappa questioned truck traffic going through the King Road area since it is primarily residential. He did not foresee any significant changes from its current residential nature.

Councilmember Trotter said he would like to hear the Working Groups' comments on that area. **Collins** noted the King/Linwood intersection was a north/south grid street in future plans.

Mayor Lomnicki said King Road was a secondary truck route to access the commercial areas. He felt this was appropriate as proposed, and he was not supportive of cutting out the middle segment to truck traffic.

Councilmember Trotter asked if there was a difference in signage between primary and secondary truck routes. **Pava** said he did not think there was a delineation.

Councilmember Tomei suggested a “delivery only” sign.

Councilmember Trotter wanted the background information from the Working Groups.

Councilmember Kappa discussed the potential problems of mixing truck and bike traffic. He did not think it would be difficult to enter and exit the King Road commercial areas at the same locations.

Councilmember Schreiber said reducing traffic on King Road would increase traffic on Johnson Creek Blvd. **Councilmember Kappa** said it is both unsafe and in certain sections illegal for trucks to traverse Johnson Creek Blvd.

Pava said an additional east/west route needs to be developed.

Pava said another TSP focus was to develop street cross section designs. The thrust of the TSP and State Transportation Planning Rule was to recognize multimodal needs. Councilmember Kappa’s concerns about trucks and pedestrians/bicyclists was accurate now, and these will be addressed in the 20-year plan.

Councilmember Kappa said the most important part of the document was residents’ needs and livability issues. **Pava** commented the document looks at traffic management on appropriate streets for walking and bikeways and does not focus on the automobile. The TSP works to create livability.

Councilmember Trotter addressed implementation in the Comprehensive Plan and the need to develop other ordinances and regulations. He asked if there were any plans and timelines for this. **Pava** said TSP Chapter 8 contains new policies that imply these actions. He referred to Chapter 9 -- *Plan Implementation*.

Mayor Lomnicki did not feel the cross sections indicated sufficient prominence of street trees for collectors and below. The Plan should look as much as possible at narrow travel lanes, parking strips with trees, and sidewalks. Trees not only offer shade to pedestrians and bicyclists but also provide a more attractive environment. He suggested narrower travel lanes in order to increase sidewalk, bikeway, and parking strip widths. He did not think there was enough emphasis on softening the environment to enhance livability.

Councilmember Trotter compared row houses in Washington, D.C., and Portland. Portland requires setbacks, and the pedestrian does not feel forced into the street. He agreed livability should be enhanced for pedestrians.

Pava suggested a policy specifically addressing the need for street trees between the sidewalk and the curb in areas of high pedestrian activity.

Mayor Lomnicki said there needs to be buffering and a softening effect in areas like 32nd Avenue. He also recommended this be a requirement in new subdivisions.

Councilmember Kappa felt this was also important on arterials since many go through residential areas. Street trees would provide people a barrier from vehicles.

Mayor Lomnicki added a median does not provide a buffer from sun and rain.

Councilmember Kappa wanted to see the Neighborhood Traffic Management Program (NTMP) extended beyond the local streets to collectors and arterials. He saw it as a livability issue.

Pava asked Council if it wanted Figures 6.4 and 6.5 more prescriptive. **Mayor Lomnicki** said he would like to see each of these designs included when feasible, particularly in a new subdivision. Make the travel lanes narrower and expand the sidewalk, bike path, and parking strip. He urged getting rid of the median concept except as a refuge on wide, busy streets.

Councilmember Trotter said these cross sections are examples, and there should be a statement in Chapter 8 indicating a preference for narrow streets with a planting area between the sidewalk and curb. Other designs would be optional if the developer did not have sufficient room. He recommended language expressing the very strong overall goal of street trees and a planting strip between the sidewalk and travel lanes. Policy can be set in the Comprehensive Plan as to what the City wants to see in development. The Zoning Ordinance and Subdivision Ordinance can contain the specifics and necessary variance language.

Councilmember Kappa said the Monroe Street design can be representative of future projects in the City of Milwaukie.

Councilmember Tomei wanted language that was strong and could be clearly understood by the development community.

Councilmember Trotter said the City must adhere to the document in place when an application is submitted.

Councilmember Kappa commented this was the policy statement and the implementing document, the Subdivision Ordinance for example, provides the follow through.

Pava said he would focus on adding policy language that addressed the parking strip goal regardless of designation and follow through with other implementing ordinances. He would also discuss changing the drawings with DKS to add more tree alternatives.

Mayor Lomnicki referred to Figure 3.1 -- *Walkway Network Master Plan*. The 42nd Avenue connection to the Springwater Corridor is important to the Ardenwald neighborhood for both pedestrians and bicyclists. He felt that needed to be clarified.

Councilmember Kappa referred to page 4-13 and asked if there was a direct bike path from Lake Road to Johnson Creek Blvd. **Collins** said Linwood Avenue was specified as the preferred bikeway to the Springwater Corridor.

Councilmember Trotter suggested displaying, if possible, the full-sized maps in the City Hall conference room for City Council and public viewing.

Neighborhood Traffic Management Program

The group agreed to postpone discussion of the Neighborhood Traffic Management Program until the June 3 work session in order to move on to the Lake Road Multimodal Connection Plan.

Lake Road Multimodal Connection Plan

Collins presented the staff report. She discussed funding and implementation of the capital improvement plan as related to the Regional Center Master Plan. Both staff and the Planning Commission recommended the City Council adopt the Plan.

Bartlett added the goal was to meet the TGM Grant deadline.

Councilmember Trotter referred to Exhibit 4 -- *Public Comment Received after March 28, 1997*, and asked Collins how she would recommend handling these recommendations. **Collins** responded the City Council could make a motion to include the Exhibit 4 recommendations.

Collins explained staff responded to each question individually but did not incorporate them into the Plan. **Bartlett** pointed out that recommendations 2 & 6 were included in the Plan.

Councilmember Kappa asked for clarification of a “slightly-raised crosswalk.” **Bartlett** said it is a design element of having some vertical curve in the street at the crosswalk, giving a slightly raised effect, but it is not a speed hump. This would be considered in the final design.

Councilmember Kappa asked for the Municipal Code definition of a truck.

Mayor Lomnicki discussed a slightly raised crosswalk or textured treatment to make a driver aware of being in a given area. **Collins** said a textured treatment provides a visual “wake-up call” and functions differently than a raised crosswalk. **Mayor Lomnicki** said, if the City goes to a textured treatment, it should be consistent, aesthetically pleasing, and add an ambiance of safety and pedestrian friendliness.

Councilmember Trotter referred to page 34, Figure 4 which looked at those types of issues. He asked if these cross sections would be in contradiction with TSP Chapter 8 as part of the Comprehensive Plan. **Collins** said these are sample street cross sections. The City would have the flexibility to take the Comprehensive Plan policy and carry it out.

Bartlett said specifications can be called out when the 95% design phase is reached.

Collins said one of the key features on page 32 is the 11-foot travel lanes, 5-foot sidewalks, 6-foot bike lanes, and medians. The proposed cross sections do not address street tree issues.

Councilmember Kappa felt this discussion was important for the public hearing process and necessary in order to indicate a design preference.

Councilmember Trotter said he felt the distinction needed to be made. Page 32 states the “chapter provides an outline to guide future designers of the Lake Road improvements.” They would also be guided by the Comprehensive Plan which has a higher level of specificity and guidance.

Councilmember Tomei noted page 33 states “street trees will be added as appropriate ...” She felt the language should be firmer.

Councilmember Trotter said this is a guideline for the development of Lake Road, and TSP Chapter 8 will be a higher guideline.

Collins said this discussion points out the need for the Chapter 8 policy to be strong.

Mayor Lomnicki discussed making the street tree element a key feature and brought to the same prominence as median strips.

Collins said the text could be changed to indicate that.

Bartlett responded to Councilmember Kappa's question on the Code definition for trucks. It is any piece of movable equipment operable on City streets with a gross vehicle weight in excess of 6,000 pounds.

Councilmember Tomei referred to page 33 and suggested "street trees would be added where possible ..." The group agreed to make the language as strong as possible.

Randy McCourt, DKS Associates, said there are real issues with grades and yards whose owners do not want sidewalk encroachment. That is why the term "as appropriate" was used. The intent is to maximize trees and the planting strip.

Councilmember Trotter said this is an area that addresses the earlier discussion on public perception. It is important to discuss why the City Council might amend a document that has gone through a full-blown public involvement process in order to more completely address the overall design and livability of the City.

Collins understood from the last meeting there was at least 70% consensus in the Lake Road Neighborhood and among the Working Group members for the Plan. She was very satisfied with the public involvement process. She discussed citizen comments about integrating this Plan with the Regional Center Master Plan.

Mayor Lomnicki was pleased with the document outcome and how issues were addressed in the public process. He did have a question about the cross connecting streets to make access to Rowe Jr. High easier. **Brink** said the walking path improvement was on private property, and Public Works was not recommending the City embark on any projects at this time.

Mayor Lomnicki asked if there was dedicated right-of-way and mentioned the Oak Lodge Water District property. **Bartlett** said there are some problems in the area.

Mayor Lomnicki said the City has always been concerned about pedestrian traffic on the very long streets between Lake Road and Kellogg Creek. Some exaction may be required on future development. **McCourt** said the opportunities will be evaluated as they present themselves over time. The School District path may be done through a combined effort.

Councilmember Trotter discussed the dotted lines on Figure 5 identified as “new connections.” He asked if Figure 5 could be construed as either a master plan or quasi-master plan for street systems in that area of the City. **McCourt** said this graphic could be a starting point to engage in discussions as projects begin. It is now an ad hoc arrangement. He wanted to leave the City some flexibility and was concerned about the City’s purchasing right-of-way.

Councilmember Trotter was concerned there was not a description of those potential roadways. **Bartlett** suggested referencing Figure 5 on page 37. **Councilmember Trotter** suggested it might state that Figure 5 shows one possible configuration or example for potential for connectivity. He felt it was appropriate to show by example. **McCourt** said this would be part of the development review process to address these issues in detail.

Collins said the other justification goes to the State Transportation Planning Rule directive to plan for connectivity via our own policies.

Mayor Lomnicki pointed out this document could provide guidance of what can be done when development occurs. The City can point out that connectivity will be required. **McCourt** suggested the developer could also be allowed to come up with a creative solution without the City being too prescriptive.

Councilmember Trotter said he wanted to make sure the diagram was an example of the intent.

McCourt discussed photo enforcement before the State Legislature, and **Bartlett** indicated Milwaukie had already petitioned to be part of the program.

Councilmember Kappa was in favor of taking this type of work session dialogue into the public hearing.

Councilmember Trotter felt work session served the purpose of providing information to the City Council so the members could better understand the relevant issues and clarify any misunderstandings.

Councilmember Schreiber suggested developing a process to better relate to the general public.

Councilmember Tomei suggested televising the work sessions. The group discussed previous decisions on why work sessions were not televised.

Mayor Lomnicki said the Lake Road Multimodal Connection Plan developed over an 18-month process, and the public hearing was the culmination. He did not want regular meeting time taken up by work session discussions.

Collins pointed out staff report page 25 which was Metro's sign off on the project and its comments.

Mayor Lomnicki adjourned the work session at 6:50 p.m.

Pat DuVal, Recorder